

Final Report

New Century Challenge Series:

“Developing a Blueprint for Improved Air Service”

*August 27, 2002
Casper, Wyoming*

*Sponsored by
U.S. Senator Craig Thomas*

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Background:

Five years ago, I launched the "New Century Challenge Series" as a way to develop a blueprint for making positive changes to ensure the long-term success of Wyoming's communities. Topics have ranged from agriculture, telecommunications issues, and our state's rural health care needs, to last year's forum on evaluating and improving Wyoming's air service.

Without a doubt, the New Century Challenge Series has given me valuable insight into some of the most important issues facing folks in Wyoming. Following each forum a comprehensive report is released that provides the public with information regarding the forum as well as recommendations for legislative solutions. While forums do not provide all the answers, they do generate a wealth of ideas. Some of the suggestions have been incorporated into my legislative agenda for the 108th Congress.

Last year's forum on air service brought together an array of consumers, business leaders, elected officials and airline representatives who are interested in finding ways to strengthen Wyoming's air service. The following summary and report detail the topics covered, as well as the steps that can be taken at the local, state and federal levels to improve Wyoming's air service.

Summary:

Panelists and public participants at the 2002 New Century Challenge Series noted five issues that hinder quality and affordable air service in Wyoming: 1) our state's low population; 2) passenger willingness to use larger surrounding airports; 3) airline deregulation; 4) the state's lack of a central air service coordinator; 5) 2001 terrorist attacks. For change to take place, attendees agreed that folks at the federal, state and local level must work around these challenges in developing a comprehensive plan to improve Wyoming's air service.

While many Wyoming communities benefited from the federal government's control of ticket pricing and route structure prior to airline de-regulation in 1978, from an economic standpoint, there were never enough passengers to justify the use of jet aircraft. Another problem lies in the fact that folks drive two to six hours by car to fly from larger hub-airports which provide customers more travel options and lower prices. For example, a 1997 study found that only 23 percent of Cheyenne air travelers flew from Cheyenne's airport.

One of the leading ways to lower Wyoming ticket prices is to increase passenger traffic. Casper, Gillette, and Jackson have each successfully formed public-private partnerships to enhance and/or expand service at their particular airport. In addition, for years some have felt an impediment to improved air service in Wyoming has been the lack of a state coordinator. However, during this past legislative session, the Wyoming Legislature passed a bill which creates a position within the governor's office to market and advocate airline service in Wyoming. While this position has yet to be filled, it will give each community, as well as the state, more coordination and clout when working with airlines to improve upon existing air service.

Introduction:

This year's forum, "Developing a Blueprint for Improved Air Service," took place on August 27, 2002 at the Natrona County Airport in Casper, Wyoming. The forum consisted of four separate panels followed by round-table discussions with the audience. In addition, Read Van de Water, the Assistant Secretary for Aviation and International Affairs, spoke to the current status of America's aviation system, as well as the challenges that Wyoming faces. Approximately 120 individuals attended this event, including: consumers, business leaders, state and local elected officials, university professors, and airline representatives.

While there are no "magic bullets" to solving Wyoming's air service problems, now is an opportune time for our state to develop a comprehensive air service improvement plan. There are two primary schools of thought when it comes to assuring quality air service to Wyoming. The first hinges upon the belief that air carriers will not improve/increase their service to Wyoming unless they can be guaranteed adequate passenger volumes. The alternate belief is that passengers won't fly unless they can be assured of having quality/affordable air service.

While both views are valid, with the current economic condition of the airline industry and Wyoming's sparse population, we cannot expect airlines to add new service unless we find a way to increase passenger traffic in and out of Wyoming. It is my hope that consumers, business leaders, and state legislators will utilize this report as we all work toward that goal.

Challenges Facing Wyoming's Air Service:

It was clear from the discussions at the air service forum that a number of factors are directly related to the quality, frequency, and cost of commercial air travel to and from Wyoming. While many of these factors are not unique or new to folks in Wyoming, if we want to improve upon existing air service we must fully understand these variables, such as:

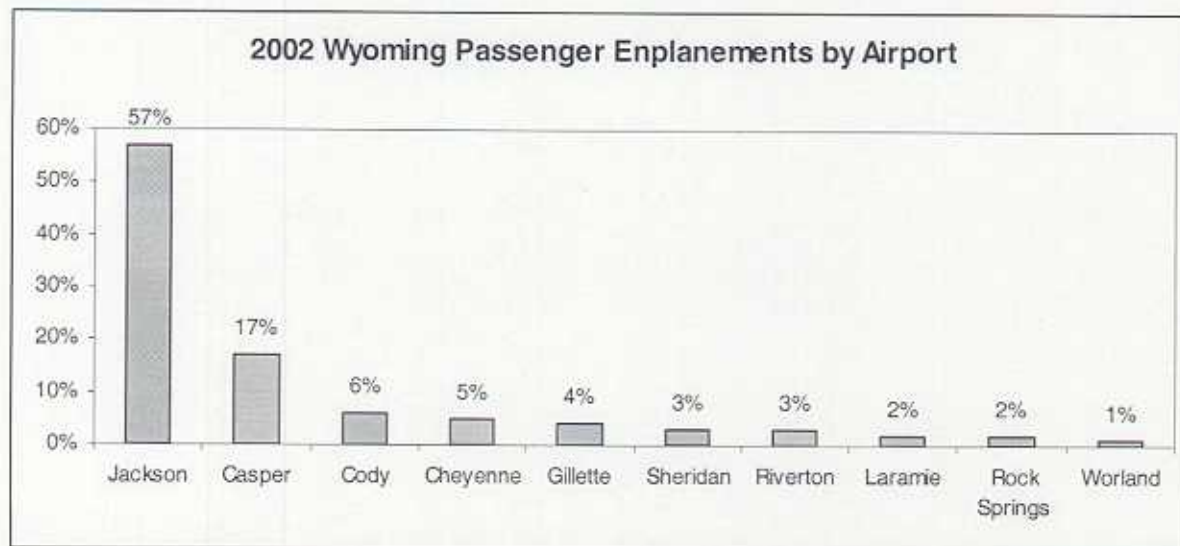
1. Sparse Population
2. Inclination of Consumers to Fly from Larger Airports
3. Airline Deregulation
4. Wyoming's Lack of a State Air Service Coordinator
5. Impact of September 11, 2001 Terrorist Attacks

Sparse Population:

Generally speaking, a state's overall population has a significant influence on the availability and price of air service. Because of Wyoming's low population (smallest in the U.S.) and the vast amount of land that separates cities (ninth largest land volume), consumers and business leaders continue to express frustration about affordable and quality air service.

Further, passenger volume varies greatly among the 10 commercial service airports that currently serve Wyoming travelers (see appendix A). In 2002 for instance, passenger enplanements at Wyoming's two busiest airports; Jackson (190,416) and Casper (57,652) accounted for 74 percent the state's overall passenger volume.

Chart 1:



Even though Jackson has a small population in comparison to Casper, the airport captures a significant number of leisure travelers who visit the Jackson Hole area due to its proximity to Yellowstone and Grand Teton National Parks. While Casper attracts fewer leisure travelers than Jackson, its passenger enplanements are relatively high due to the larger population base in Natrona County.

In comparison, Wyoming's remaining eight airports only account for 26 percent of the state's overall enplanements. This disparity points to the critical need for a statewide plan for improving air service. Such a plan needs to take all of Wyoming's commercial airports into

account, not just the needs of the busiest airports. Unless such efforts are taken, public officials will be forced to contemplate such decisions as consolidating some of Wyoming's smaller airports or air carriers might decide to discontinue flights to some airports due to insufficient passenger volumes.

Inclination to Utilize other Airports:

While many individuals are frustrated about the quality and level of air service in Wyoming, it's important to note the number of individuals who drive to airports in neighboring states to take advantage of larger jet aircraft and less expensive airline tickets. For example, a 1997 study found that only 23 percent of Cheyenne air travelers flew from Cheyenne. The remaining 77 percent drove to Denver International Airport (Scudder and Associates). This pattern of "leakage" was reinforced by a 1999 report which estimated that Rock Springs captured about 10 percent of its air travelers, with the remaining 90 percent driving to either Salt Lake City or Denver (Wyoming Dept. of Transportation).

While passenger migration appears to be an economic decision by consumers, such actions have a significant impact on the overall health of air service to and from Wyoming. Unless state officials, community leaders and air carriers come together to entice travelers to utilize Wyoming's commercial airports, consumers will continue to rely upon larger out of state airports. On a positive note, Wyoming transportation and aeronautic officials are currently working on a comprehensive report regarding the level and frequency of travelers who drive to larger neighboring airports. This update will give lawmakers new data to develop solutions to recapture business and leisure travelers.

Airline Deregulation:

One of the most significant change to Wyoming's air service occurred in 1978 when the federal government deregulated the airline industry. As a result, the airline industry shifted its route structure from a costly short-haul system to a supposedly more economical hub and spoke system. This change requires passengers to connect though hub airports such as Denver, Minneapolis or Salt Lake City before reaching their desired destination. While the hub and spoke system significantly benefits those that live within close proximity to a hub airport, it has

diminished the level of service for rural Wyoming travelers.

Deregulation also phased out the government's control of domestic ticket prices. In Wyoming, this change resulted in airlines adjusting their route structures in an attempt to become more profitable. The outcome of this shift has been higher ticket prices, smaller aircraft, and a requirement that Wyoming travelers must connect through a hub airport. While many Wyoming communities benefited from jet service during federal regulation, from an economic standpoint, there were never enough passengers to justify the use of such large aircraft (Weatherford, Phillips). Today, air travelers in and out of Wyoming's commercial airports, excluding Jackson, must fly via turboprop aircraft, such as the 19-seat Beech 1900D or the 30-seat Embraer Brasilia.

Even though the current turboprop aircrafts that serve low populated states like Wyoming are more economical than jet aircraft, Regional carriers such as Great Lakes Airlines still face high operational costs because of low passenger volumes. The following table shows operating expanses, load factors, and Costs per Available Seat Mile (CASM) for various domestic air carriers, including Regional carriers during the Second Quarter of 2002.¹

Table 1: 2002 Comparison of Costs for Domestic Service

Air Carrier	Total Operating Expenses	Load Factor	CASM (cents)
Jet Blue Airways (B6)	\$121,595,290.00	84.10%	6.3
Frontier (F9)	\$115,625,457.00	63.10%	8.53
Delta (DL)	\$2,609,743,000.00	72.30%	10.3
Northwest (NW)	\$1,548,392,000.00	75.60%	11.04
United Airlines (UA)	\$2,785,507,000.00	72.50%	11.75
Mesaba Airlines (XJ)	\$107,127,314.00	58.10%	15.22
Air Wisconsin (ZW)	\$100,786,159.00	70.40%	17.66
American Eagle (SM)	\$299,616,494.00	66.50%	20.73
Great Lakes Airlines	\$21,355,000.00	39.20%	24

** Bold denotes Regional air carriers. Figures provided by the U.S. Department of Transportation and financial statements filed by Great Lakes Airlines for the Second Quarter of 2002.

¹ Cost per Available Seat Mile (CASM) is the amount of operating cost incurred per available seat mile during a reporting period. Load Factor is the amount of passenger seats filled during a particular period of time. For example, if 90 percent of an airline's seats were filled over a period of time, an airline would represent that by reporting a passenger load factor of 90.

The above comparisons are important because it provides an explanation for Wyoming travelers who are frustrated with higher airfares when traveling from Wyoming airports that are served by turboprop or jet aircraft, versus larger neighboring airports. Simply put, the cost structure on a per passenger basis for operating turboprop aircraft is much higher than that for larger equipment. Because Regional carriers fly shorter distances than their larger rivals, these carriers have higher costs per unit of capacity and thus must charge more per unit of capacity to recover their costs. For example, according to data from the U.S. Department of Transportation, during the Second Quarter of 2002 Great Lakes' cost per available seat mile (CASM) was by far the highest of any domestic airline listed above.

Therefore, since the federal government has no intention of directly subsidizing flights, as it did prior to 1978, we must find other ways to improve Wyoming's air service. As I will discuss later in this report, if we are serious about bringing improved air service (including expanded jet service) to Wyoming, we must substantially increase passenger volume in hopes of building upon the current level of air service.

Wyoming's Lack of an Air Service Coordinator:

While Wyoming has never had a state entity that is responsible for air service development, the Wyoming legislature recently created a new position in the governor's office for that very purpose. Once the governor appoints someone to this position, he or she will be responsible for coordinating with local communities to enhance and attract new air service. Additionally, this individual will work alongside the Wyoming Aeronautics Commission which is responsible for allocating federal grant money for airport improvements, planning and maintenance projects.

It is also worth noting that the Wyoming Legislature took an important step of allocating \$3 million to the Wyoming Business Council which is available to air carriers that agree to improve air service to our state. Taken together, the governor's air coordinator, enhancements to the Aeronautics Commission, and the Business Council's ability to leverage state assets to attract air service gives Wyoming communities additional resources as they seek to enhance existing air service.

Impact of September 11th, 2001 Terrorist Attacks:

While the terrorist attacks shut down the country's air transportation system for only four days, the number of revenue paying passengers has dropped 12.1 percent when compared to 2000 levels (Air Transportation Association). Smaller airports were especially hard hit – both in terms of passenger traffic and the number of flights. For instance, “Since early 2001, the smallest airports (non-hubs) have experienced deeper cuts in air service than their larger counterparts. As of December 2002, non-hub airports saw nearly a 15 percent reduction in scheduled passenger seats from December 2000. Airline schedules currently project additional cuts by March 2003, with non-hub and larger sized airports down 19 percent and 11 percent, respectively, from March 2000” (U.S. Department of Transportation, 2003).

According to the Wyoming Airport Operators Association; Wyoming's commercial airports have experienced a 10.4 percent decline in passenger enplanements when compared to 2000 levels. While Wyoming's drop in passenger levels was similar to the national decline, some Wyoming airports were impacted more than others. For instance, during this time period (2000-2002) Cody experienced a sharp 33.2 percent reduction in passenger enplanements while Jackson noted a 4.6 percent increase.

In addition to the drop in passenger volume, air carriers have also experienced increased costs in terrorism insurance premiums and fuel prices. In 2002, the airline industry lost over \$10 billion which exceeded the 2001 loss of approximately \$7.7 billion. As we continue to see with the bankruptcy filings of U.S. Airways and United Airlines, not to mention the war with Iraq, air carriers are simply not generating enough revenue to offset their expenses. This downward trend is expected to continue unless airlines can find a way to control costs and correspondingly increase consumer confidence in air travel.

Immediately following the terrorist attacks, Congress moved quickly to pass two comprehensive bills; the Air Transportation Safety and Stabilization Act (P.L. 107-42) to promote a viable commercial aviation system, and the Aviation and Transportation Security Act (P.L. 107-71) to bolster consumer confidence in air travel. Under the Air Transportation Safety and Stabilization Act, airlines received \$5 billion in federal assistance to compensate for the shut down of our nation's aviation system. In addition, the Act set aside \$10 billion in loan

guarantees to help air carriers provide a safe, efficient, and viable commercial aviation system in the United States. However, even with federal assistance and increased security procedures, the 2001 terrorist hijackings continue to have a negative impact on our nation's airline industry.

While airlines search for ways to reduce costs, the U.S. Department of Transportation (DOT) recently noted two interesting changes that have occurred in the aviation industry following last year's terrorist attacks. First, there has been a substantial growth of Regional Jet (RJ) flights and a significant drop in the number of turboprop flights (U.S. Department of Transportation, 2003). This shift is important for states like Wyoming because nine of our ten commercial airports are served by turboprop aircraft. However, neither of the primary Regional turbo prop carriers that serve Wyoming (Great Lakes Airlines and Sky West) have expressed any interest in switching to RJ flights. Secondly, the DOT noted that on average, a domestic carrier needs seven percent more passengers on its jet flights just to break even (ibid.).

Again, these findings point to the need of increasing passenger volume at each of Wyoming's airports. If changes are not made, passengers will continue to use neighboring airports and Regional carriers may decide to reduce the number of flights or eliminate service altogether due to increasing carrier costs.

Summary of Challenges Facing Wyoming Air Service:

As our panelists noted throughout the air forum, our state's low population, passenger willingness to use larger surrounding airports, airline deregulation, the state's lack of a central air service coordinator, and the 2001 terrorist attacks all contribute significantly to the overall quality of Wyoming's air service. For change to take place, be it at the federal, state or local level, we must address these challenges in developing a comprehensive plan to improve Wyoming's air service.

Public-Private Partnerships:

Since air service is closely tied to economic development, Wyoming communities need to take a closer look at creating public-private partnerships as a way to improve their air service.² For years, Jackson, Wyoming has succeeded in utilizing a public-private partnership to facilitate improved and expanded air service. While Jackson is unlike other communities in Wyoming due to its high level of leisure travelers, various community and business leaders should be commended for their hard work in establishing a public-private partnership in the 1980's. This partnership has resulted in lower airfares and new and improved jet service at the Jackson Hole Airport.³

In addition to the success in Jackson, Casper and Gillette have also formed public-private partnerships to improve air service. In 2002, both communities jointly-applied for and received \$500,000 in federal funding through the Small Community Air Service Development Pilot Program (SCASDPP). This money was matched with state and local dollars (\$700,000) which allowed Casper and Gillette to purchase a 19-seat turboprop aircraft which was then leased to Big Sky Airlines in exchange for daily roundtrip flights from Billings, Mont. This new air service by Big Sky Airlines not only created new travel options for Wyoming travelers, but within the first month of operation its competitors in Casper lowered their ticket prices.

While a number of communities in Wyoming have yet to establish such partnerships, now is an excellent time for communities to come together to create a plan for improved air service at their airports -- or a surrounding airport. As the next section details, communities that form public-private partnerships are eligible to apply for federal SCASDPP funding to assist with local air service problems; such as infrequent service and/or high airfare.

² Air service has been shown to be positively correlated with various measures of communities' economic activity. Communities with larger, wealthier and more economically active population bases tend to have more air service than smaller communities. U.S. General Accounting Office, *Commercial Aviation: Air Service Trends at Small Communities Since October 2000*, GAO-02-432 (Washington, D.C.: Mar. 29, 2003). As a measure of a community's level of economic activity, GAO used manufacturing earnings.

³ In 2002, community and business leaders in Jackson, Wyoming formed the non-profit Jackson Hole Air Improvement Resources (JH AIR) as a private-public partnership to enable improved air service for those using the Jackson Hole Airport.

Federal Air Service Programs:

While it's evident that deregulation had a negative impact on air service in Wyoming, the federal government created two programs to assist states with attracting and maintaining air service. The Essential Air Service (EAS) program was created following deregulation to guarantee a minimum level of air service to communities that otherwise would not have commercial air service. Additionally, in 2000, Congress created the Small Community Air Service Development Pilot Program (SCASDPP) as a way to provide grants to 40 communities nationwide to help them address local air service problems; such as infrequent service and/or high airfares.

Presently, Laramie, Rock Springs and Worland receive air service subsidy under the EAS program. Great Lakes Airlines, using its fleet of Beech 1900D aircraft, provides service for Wyoming's EAS airports and connects travelers to Denver International Airport (DIA). The EAS program seeks to maintain a "national aviation system" by providing financial incentives to air carriers that serve smaller airports. Communities are eligible to participate in the EAS program if they meet the following conditions: 1) a community must have received subsidized federal air service in October 1978 and is only serviced by one air carrier; 2) a community must be located more than 80-miles from the nearest medium or large hub airport; 3) the federal subsidy for EAS service cannot exceed \$200 per passenger. Once a community meets these criteria, the Department of Transportation (DOT) selects a carrier and sets an annual rate of subsidy that covers the difference between the carrier's projected costs of operation and expected passenger revenues, plus a five percent profit authorized by law.

In Fiscal Year (FY) 2002, the federal government provided subsidies to 79 communities in the continental United States and another 35 in Alaska, Hawaii and Puerto Rico. Since 1995, the budget for the EAS program has grown from \$37 million to \$113 million. Last year, the General Accounting Office (GAO) reported to Congress that while EAS spending has increased substantially, passenger enplanements have dropped since 1995 (GAO, 2002)⁴. This particular

⁴ GAO found that total passenger enplanements at EAS-subsidized communities decreased about 20 percent from 1995-2000. In addition, the average subsidy per community served in the continental United States rose by 95 percent from nearly \$424,000 in 1995 to an estimated \$828,000 in 2002.

GAO report has sparked Congressional interest in looking into ways to make the EAS program more effective. Appendix B notes Wyoming's EAS funding levels and the average annual enplanements from 1995 through 2002.

From a taxpayers perspective, it's important to understand the extent of federal funding that's allocated to Wyoming's EAS airports. In 1995, total EAS funding to Wyoming amounted to \$167,583.00, however, by the end of 2002 funding had grown to just over \$1.11 million – an astounding six-fold increase. On the other hand, passenger enplanements at Wyoming's EAS airports have decreased 4.5 percent from 1995-2002.

Another way to look at Wyoming's EAS funding level is on a per-passenger basis. For instance, based on Wyoming's 2002 EAS funding and passenger enplanements; for each of the 18,627 passengers that flew from Laramie, Rock Springs and Worland, the federal government paid Great Lakes Airlines (i.e. the Regional carrier) \$29.11 or \$58.22 for a round-trip ticket to guarantee air service.

Small Community Air Service Development Pilot Program (SCASDPP):

As stated earlier, the EAS program relies on direct subsidy to air carriers. In Fiscal Year (FY) 2002, Congress allocated \$20 million for the SCASDPP. Unlike the EAS program, the SCASDPP requires communities to provide matching money to create ownership on the local level. Local communities are also required to establish a public-private partnership to facilitate improved airline service.

In the program's first year, an overwhelming number of applications were submitted – including applications from Casper/Gillette, Jackson, and Rock Springs. Nationwide, the DOT received 179 proposals from 47 states, seeking a total of \$142.5 million in funding. Applications varied greatly, and included everything from subsidies and financial incentives to air carriers, to marketing research, and even the purchase of an aircraft. Of the three Wyoming applications, the DOT selected one -- the joint proposal from Casper and Gillette.

Under the Casper/Gillette proposal, \$500,000 of federal money was matched with \$700,000 of state and local money to purchase a 19-seat aircraft. This aircraft is now being leased to Big Sky Airlines which provides daily round trip service between Casper, Gillette and

Billings, Montana. One goal of added service to Casper and Gillette include better fares and more travel options for business and leisure travelers. During Big Sky's first month of Service to these communities, other air carriers such as Delta Airlines have lowered their ticket prices to Casper, Wyoming.

While the DOT has yet to open the formal application process, Congress has allocated an additional \$20 million for this program. Communities that are interested in applying for SCASDPP funding should begin to consider if this federal funding stream could be used to enhance their air service.

Future of Federal Air Service Funding:

Even though the FY 2003 omnibus Appropriations bill included \$113 million for the EAS program and \$20 million for the SCASDPP, both programs are up for review as Congress prepares to reauthorize the Aviation Investment and Reform Act for the 21st Century (AIR-21). As some folks may know, President Bush recently called for a significant funding reduction in EAS funding. Under the President's Fiscal Year (FY) 2004 budget request, the EAS program only receives \$50 million in federal funding and the SCASDPP is eliminated all together. This potential reduction in EAS funding recently sparked a spirited debate at a Senate hearing in which a bipartisan group of Senators stressed the broad importance of this program. While Congress has yet to finalize the FY 2004 Appropriations process, I will continue to support full funding for both programs. Clearly, any across-the-board changes to the EAS program would significantly impact Wyoming's three EAS communities.

I encourage communities in Wyoming to begin thinking about applying for this year's \$20 million in SCASDPP funding. This application process is expected to begin soon.

Conclusion:

After carefully evaluating all the issues raised at the Air Service Forum, there only appears to be a handful of areas in which Congress can directly assist the state in improving its air service. I stand committed to supporting Wyoming's communities that create and foster public-private partnerships, as well as those who participate in the EAS and SCASDPP

programs. Nevertheless, the quickest way to lower ticket prices and attract new air service is to capture the high level of Wyoming residents who chose to fly from neighboring airports which offer lower fares and jet service.

The Wyoming Legislature's work to enhance the Aeronautics Commission, the creation of a new position in the governor's office to coordinate air service development and the ability of the Wyoming Business Council to allocate \$3 million to air carriers will greatly assist with addressing Wyoming's air service needs. Clearly, these new components will give communities throughout the state additional resources to meet the shared goal of enhancing air service.

I challenge consumers, business leaders and state and local officials to take into consideration some of the points raised in this report. Since economic development and quality/affordable air service are closely linked, any plans to enhance Wyoming's economy should include an air service component. While our aviation industry is currently at a crossroads, folks in Wyoming have the ability to capitalize upon this downturn to shape the direction that our state will take.

Bibliography:

- 1) Ticket Lift Study for CYS Airport, Scudder and Associates, September 1997.
- 2) Leakage Study -- Rock Springs/Sweetwater County Airport, Acuity Planning and Consulting, Inc. and Wyoming Department of Transportation, October 1999.
- 3) Airline Service in Wyoming: a report prepared by Professors Larry R. Weatherford, Owen R. Phillips, and the Aeronautics Division of Wyoming's Department of Transportation, 2002.
- 4) Air Transportation Association Passenger Traffic Report, December 2002.
- 5) U.S. Department of Transportation, Airline Industry Metrics, January 7, 2003. Control Number 2003-007.
- 6) General Accounting Office (GAO) report to Congressional Committees: *Options to Enhance the Long-term Viability of the Essential Air Service Program*. Reference Number GAO-02-997R, August 2002.

Appendix B:

Annual Wyoming EAS Subsidy (1995-2002):

	Laramie	Rock Springs	Worland	Annual Totals
1995			\$ 167,583	\$ 167,583
1996			\$ 145,239	\$ 145,239
1997			\$ 155,468	\$ 155,468
1998	\$ 494,617	\$ 363,993	\$ 494,617	\$ 1,353,227
1999	\$ 494,617	\$ 363,993	\$ 494,617	\$ 1,353,227
2000	\$ 297,633	\$ 465,023	\$ 353,345	\$ 1,116,001
2001	\$ 297,633	\$ 465,023	\$ 353,345	\$ 1,116,001
2002	<u>\$ 297,633</u>	<u>\$ 465,023</u>	<u>\$ 353,345</u>	<u>\$ 1,116,001</u>
	\$ 1,882,133	\$ 2,123,055	\$ 2,517,559	\$ 6,522,747

Average Annual Enplanements at Wyoming's EAS Airports:

	Laramie	Rock Springs	Worland	Total
1995	8,133	9,466	1,906	19,505
1996	8,823	8,879	2,507	20,209
1997	8,623	10,148	1,911	20,682
1998	8,634	9,039	2,714	20,387
1999	10,802	9,409	2,772	22,983
2000	11,654	9,623	3,058	24,335
2001	9,462	8,702	2,541	20,705
2002	8,321	8,063	2,243	18,627

*** Bold values denote years in which WY airports did not have subsidized EAS service*